R E P O R T R E S U M E S

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A SURVEY AND PLANS FOR IMPROVED UTILIZATION OF THE EDUCATIONAL FILM IN THE SCHOOLS OF NEW YORK STATE.
NEW YORK STATE EDUCATION DEPT., ALBANY

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DESCRIPTORS- *INSTRUCTIONAL FILMS, *INSTRUCTIONAL MATERIALS, *AUDIOVISUAL, *TELEVISED INSTRUCTION, MASS INSTRUCTION, ALBANY, NYC TV FILM DISTRIBUTION PROJECT

THIS DOCUMENT DISCUSSES STATEWIDE METHODS OF IMPROVING THE DISTRIBUTION AND UTILIZATION OF EDUCATIONAL FILMS. THE AUTHORS PRESENT A HISTORICAL TREATMENT OF NEW YORK STATE'S AUDIOVISUAL EDUCATION PROGRAM, AND THE FINDINGS OF A STUDY ABOUT MOTION PICTURE EQUIPMENT AND FILM USE. THE REPORT ALSO DEALS WITH (1) THE GENERAL HISTORICAL IMPORTANCE OF INSTRUCTIONAL FILMS, (2) THE IMPORTANCE, USE, COST, AND DISTRIBUTION OF INSTRUCTIONAL FILMS TO TEACHERS OF NEW YORK STATE, (3) OTHER STATES' AUDIOVISUAL PROGRAMS, AND (4) RECOMMENDATIONS FOR THE DEPARTMENT OF EDUCATION TO CREATE MORE CONDUCIVE CONDITIONS FOR THE USE OF EDUCATIONAL FILMS. THE DOCUMENT FURTHER DESCRIBES, IN THE APPENDIX, NEW YORK CITY'S TELEVISION FILM DISTRIBUTION PROJECT AND THE SUMMARY OF NEW YORK STATE PUBLIC SCHOOLS' EDUCATIONAL MOTION PICTURES SEMINAR IN 1963. A BIBLIOGRAPHY OF STUDIES OF EDUCATIONAL FILMS IS INCLUDED. (JH)

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FILMS FOR EDUCATION

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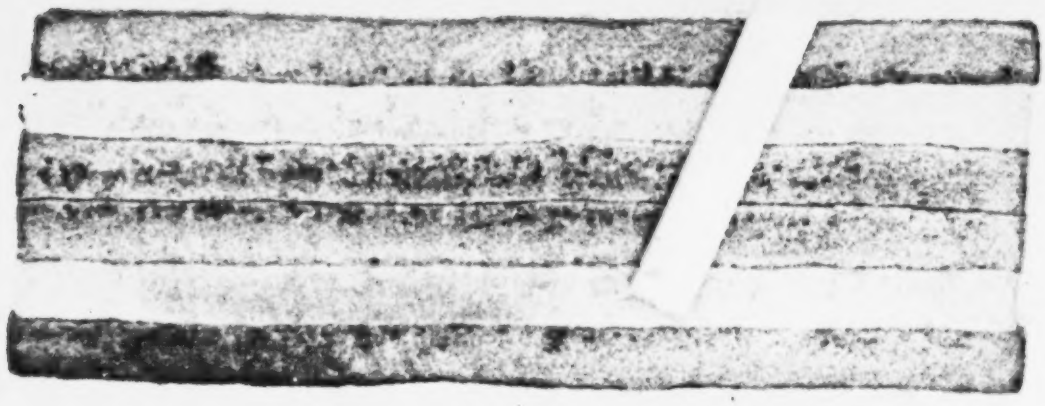
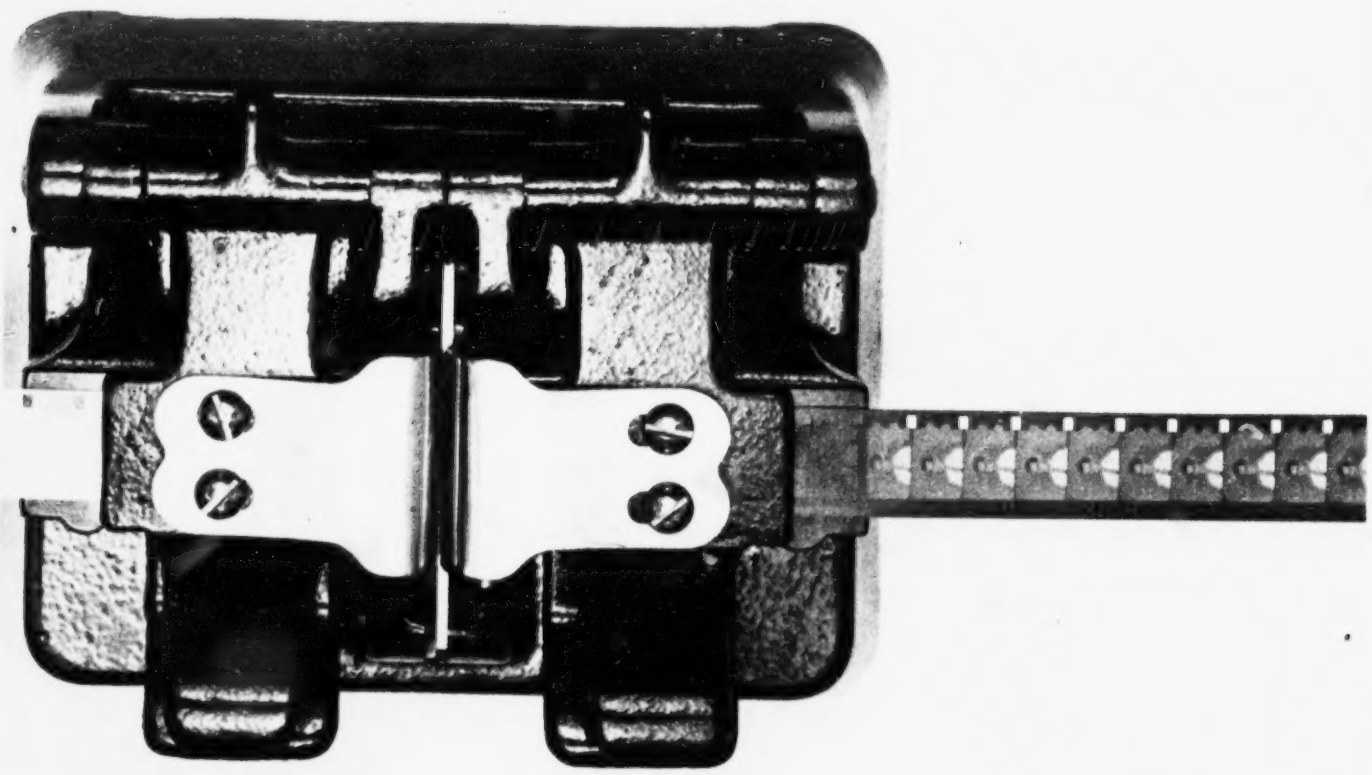
a survey and plans for
improved utilization of
the educational film in the
schools of NEW YORK STATE

The University of the State of New York
The State Education Department
Division of Educational Communications





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Films for Education

in

New York State

A SURVEY AND PLANS

FOR IMPROVED UTILIZATION OF THE EDUCATIONAL FILM

IN THE SCHOOLS OF NEW YORK STATE

The University of the State of New York
The State Education Department
Albany, New York

September, 1963

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT/ ALBANY, NEW YORK

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FOREWORD

The educational film is one of the most effectively used educational communications materials. It has been found to be very effective when used properly. The current interest in providing better and more efficient means of instruction prompted the Division of Educational Communications to assign a staff member to the full-time investigation of the utilization and distribution of educational films in the schools. The following report was prepared by David Rees after numerous staff conferences and after a meeting with representatives of the state's schools who met to consider various proposals for the improvement of film distribution and utilization. This report presents nine firm recommendations. Some of these can be carried out at once and others may be carried out when funds become available. Additional suggestions for improving instructional film utilization will be welcomed and will be incorporated in the general plan as it is possible to do so. This report is part of the Division's effort to give the educational film its rightful place in the state's schools as a major teaching material.

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PREFACE

Historically, the Education Department of this state has always shown leadership in fostering policies and programs which strive to provide for the children of the state the best educational opportunity. Such leadership, in most cases, has been in the manner of creating an incentive for school districts to develop their own improvements in instruction according to the dictates of local needs. Occasionally, the Department has deviated from this policy of indirectly encouraging local incentive. These deviations have been initiated when programs were necessary to improve upon certain school functions where time was imperative and demonstration important. However, such deviations, when the Department has directly given aid for specific purposes, have been from their inception self-liquidating, so that school districts eventually assumed responsibility for the altered function.

The Department has also provided direct material service to school districts when it was deemed such a service could be rendered more efficiently and economically at the state level. In keeping with Department policy of local responsibility, such services were terminated when school districts acquired the potential to provide for themselves. Illustrations of such Department activity may be found in all fields of education. A notable illustration may be found in examining

the Department's role in the field of audio visual education.

The State of New York provided lantern slides for the use of teacher-training schools as early as 1886. The Department of Public Instruction in 1895 extended this service for school use in cities and villages. Specific appropriations for visual instruction were made annually by the Legislature. In 1903, these appropriations reached the sum of $38,000. This amounted to approximately 1% of the total State budget for education. The year 1905 found the Department, through its Visual Instruction Division, concentrating heavily on loaning lantern slides to all educational institutions of the state. The loaning of slides continued for forty-four years until 1939, when this service was terminated and the slides were deposited in teacher-training institutions, public schools, museums, and other types of service centers. The Department owned 600,000 slides consisting of 15,000 titles and in its peak year loaned 11,441,261 slides to the schools of the state. However, by 1939, it was decided that school districts were capable of building their own slide collections or concentrating their resources on acquiring the newer media that were becoming available. In the opinion of many educators, the Department's service of loaning slides aided greatly the acceptance of the newer media by the schools of the state.

Another instance of direct aid and participation by the Education Department to foster a new innovation is the present

assistance to those schools wishing to explore the applications of television to their educational needs. Television councils also are aided and encouraged by the Department. In addition, the Department instituted a study on the possible applications of television in higher education. This study resulted in specific recommendations for the direct participation by the Department in promoting a state educational television network. Of course, it is impossible to ascertain, at present, the implications of such leadership by the Department in educational television for education in New York State; however, the Department's role in such exploration will insure that whatever benefits may be discovered will be applied to increase the educational opportunity of the children of this state.

The Education Department is continually studying all facets of education to determine how it might better serve the schools of the state. Such studies determine the form of action the Department will follow. The Division of Educational Communications, in keeping with this important function of the Department, decided to investigate the role of 16mm educational motion picture film as a tool of instruction in the schools of New York State, to determine the problems inherent in its use as such, and to recommend to the Commissioner possible action by the Department for the alleviation of such problems.

INTRODUCTION

One might, with interest, speculate concerning the impact of the motion picture on educators at the turn of the century. The vast majority of educators probably dismissed motion picture use in the classroom as impractical. The film was 35mm wide and therefore bulky. It was printed on a nitrate base which made it highly inflammable not to mention explosive. But imagine the excitement such a phenomena as the motion picture generated in the minds of those educators who overlooked the impractical state of motion picture technology. Consider, here was an invention that would allow control of the dimension of time in examining movement. The gait of a horse, the build up of cloud formations, the flight of a bee, all could be freed from the limitations of the human mind in the description of motion. The art of film montage could be used to explain the most complex of seemingly unrelated units. Through animation, any concept could be described. It is no wonder that a man like Thomas A. Edison in 1925 said:

> "Let us take a class in geography. It seems to me that motion pictures offer here a rather astonishing substitute for the colorless, standardized lessons of the textbooks- not only an opportunity to teach directly from a busy world at work, but with all the atmosphere of adventure, romance, achievement.
>
> We could teach history, of course, in much the same way and literature, and biology- and in our advanced courses, chemistry, geology, physics. There is no limitation to the camera. It is

simply a matter of the right direction."*

However, with all the imagination for the application of the motion picture to education, motion pictures were still impractical for this purpose at the turn of the century. A major deterrent to the use of the motion picture in the classroom was the fact that the motion picture projector had to be placed in a fireproof enclosure as a safety measure because of the inflammable properties of the film. World War I brought about the invention of 16mm film. This film was printed on an acetate base which was not inflammable. In the early 1920's the 16mm motion picture projector was marketed. With the addition of sound to 16mm in 1933, and color three years later, 16mm motion pictures became one of the most versatile and useful of all media. The educators now had a powerful as well as a practical teaching tool at their disposal. Educators have had the motion picture at their disposal for the past thirty years. It is with this in mind that this study will examine the extent of use of educational film in the public schools of New York State. A most desired result of this study will be recommendations to the Commissioner to facilitate the increased use of the most efficient and effective motion pictures by the teachers of this state.

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*Robert D. Runes, editor, The Diary and Sundry Observations of Thomas Alva Edison (New York: Philosophical Library, 1948), p. 148.

CHAPTER I

METHODOLOGY

Before attempting a study of the status of the educational motion picture film in the schools of New York State, it was essential to designate what phase of motion picture usage would be investigated. Motion pictures are used for many instructional objectives in many subject areas and on many grade levels. To concentrate on the instructional aspects of the motion picture would entail an elaborate and complex study, much of which would duplicate previous investigations. It was decided, therefore, that a survey should be made concerning itself with the availability of the motion picture film and 16mm projection equipment. It was also decided to inquire as to the teachers' attitudes concerning the use or lack of use of the educational film. By concentrating on materials and attitudes in general, it was felt that the Division of Educational Communications could then be in a position to propose a state level administrative plan or plans by which conditions in regard to the teacher use of motion picture films could be improved.

Forty-six state education departments were queried as to any state directed or coordinated film program either in operation at present or contemplated in the future. Thirty-three education departments responded to these inquiries. These responses allowed insights into workable state directed

plans that had some implications for New York State.

A questionnaire listing forty of the most frequent complaints of teachers regarding inconveniences in using film were compiled. This listing became the instrument by which the most objectionable deterrents influencing teachers' attitudes toward film usage were determined. One hundred seventy questionnaires were distributed to teachers by superintendents and principals in sixteen school districts. Of the one hundred seventy distributed questionnaires, one hundred forty-eight were returned to the Department, and the frequency responses to the listed complaints were tabulated. Since the above sample was taken from a cross-section of teachers K-12 and since it was also balanced between city and rural school districts, it was deemed sufficient as an indication of material factors influencing teachers' attitudes.

The equipment and materials questionnaire was a simple form which a school district's A-V coordinator or business manager could indicate quantities of motion picture equipment owned by the district and monies spent for such equipment and its maintenance. Thirty school districts whose total enrollment approached 50% of all the K-12 school enrollment of the State, were selected. Ratios of equipment to students and to teachers were determined from this sample. It was assumed that ratios determined from such a large segment of student and teacher population would be approximately the same

for all of the State. It was also assumed that funds spent to purchase and rent motion picture equipment and films would be approximately double for all the State.

The findings of the above mentioned questionnaires were compared, where comparisons were possible, with the findings of the Godfrey Report for New York State with the result that insignificant differences were found. The Godfrey Report is the result of a national study made under the direction of Dr. Eleanor P. Godfrey. The full title of the study is Audiovisual Media in Public Schools and Factors Influencing Their Use. This study was made for the United States Office of Education during the 1962-1963 school year by the Bureau of Social Science Research, Incorporated, of Washington, D. C. The Education Department acquired the Study's New York State I.B.M. cards. These cards contained intelligence pertaining to a stratified random sample of one hundred sixty-seven New York State school districts.

The above findings allowed the formation of several theoretical plans. These plans were devised to determine the extent to which the Education Department could aid schools under existing interpretations of the State's Education Law and Department policy.

On January 16, 1963, a seminar was held in the Education Department (see Appendix B). Representative A-V personnel of

village, city and supervisory school districts were invited to participate in discussing these plans with other administrative personnel of school districts, the Department, the State University and Syracuse University. The purpose of conducting the seminar was to acquaint the members with the various plans considered and to explain the plan most favored by the Department. The members of the seminar were invited to criticize the Department's tentative plan and to offer any suggestions or alternate plans that might be of value. A great deal of constructive criticism and valuable suggestions were offered. These were taken into consideration and the result of the seminar was the modification of the Department's tentative plan.

In addition to the discussion of a Department plan for film utilization, advantage was taken of the seminar to discuss the possible merits and implications of such considerations as, placing projectors on state contract, state contract bulk purchase of motion pictures and distribution of motion pictures via television. The members of the seminar presented many profound considerations concerning these matters.

Subsequent to the above mentioned seminar, many consultations were held by staff members throughout the State. City, village and district A-V and other school administrative personnel were consulted. Film producers were most

helpful in offering suggestions and advice. In addition, many college and university A-V personnel were consulted. In the Education Department, the Bureau of Rural Administration and the Bureau of Statistical Services consulted with the Division staff and offered many helpful suggestions.

In conclusion, it must be stated that this investigation was conducted in a manner that was felt to be the most economical and practical method of defining the problems inherent in the use of the motion picture film in New York State schools.

CHAPTER II

THE IMPORTANCE OF MOTION PICTURE FILM IN EDUCATION

It is interesting to note the research applied to a specific tool of education. In the case of the motion picture film in education, there is an abundance of research. A comprehensive review of this research would be a major work in itself; therefore, only the major research studies have been considered in this chapter. It is hoped that this brief resume will give the reader an insight and an appreciation of the tested potential of the motion picture film in education.

The advent of 16mm motion picture film gave the educator a valuable instructional tool. The efforts of many research programs in many subject areas and grade levels have acclaimed the value of the motion picture as a tool of instruction. Notable research in this area has been the major film studies, such as the Yale University Studies, Carnegie Foundation Study, Eastman Studies, Commonwealth Fund Studies, American Council on Education Studies, Commission on Human Relations Studies, United States Army Studies in World War II, Motion Picture Association of America Studies, the Nebraska Motion Picture Program, and the Army and Navy Instructional Film Research Program at Penn State.

The earliest major film study was sponsored by the Commonwealth Fund in 1924. The studies, derived from this

fund, investigated such advanced areas as verbalization, perceptual motor learning, and motivation. Unfortunately, because of the crudeness of educational film and research techniques at the time, the results are not reliable. It must be said, though, that these studies were ahead of their day. They attempted research techniques that twenty years later were to be accepted and used as effective research procedures. Such techniques as producing an experimental film and eliciting audience response during a film were both used in these studies.

The Yale University Studies were conducted by D. C. Knowlton and J. W. Tilton in 1929 with 7th grade students. H. A. Wise repeated the Knowlton and Tilton experiments with 11th grade students ten years later and confirmed the Knowlton-Tilton findings. The experiment compared a strictly textbook taught control group to that of a textbook plus film taught groups. A special series of ten silent motion pictures dealing with history were produced. These films were designed in such a way as to compromise between a textbook film organization style and a dramatic plot organization style of entertainment film. The object of the experiment was to determine which group would gain more historical knowledge. The film group showed reliably greater gains in historical knowledge than the non-film groups.

The Carnegie Foundation Study conducted by the Harvard

Film Foundation and the Harvard Graduate School of Education in 1933 was concerned with the capabilities of film to enhance cognitive learning. The experiments conducted under this fund attempted to answer a criticism of instructional films in that they tend to create a high degree of passivity on the part of the student. P. U. Rulon, the principal investigator, designed an experiment in which textbook and film were produced to conform to an outline of subject matter content in 9th grade general science. A six-weeks unit entitled The Earth and Its People was taught in which the experimental group used textbook and eight sound films, while the control group used only the textbook. Testing was based strictly on textbook content and care was taken to prevent the films from dealing with any topic not covered in the textbook. The findings seemed to indicate that the film group was superior in cognitive learning to the textbook control group.

The Eastman Studies of 1929 were concerned with an extensive investigation of the possible contributions of the Eastman Kodak Company's comprehensive library of silent motion pictures to instruction. B. D. Wood of Columbia University and F. N. Freeman of the University of Chicago conducted the study. They used a sample of 11,000 pupils from twelve of the larger school systems in the United States to determine the factual gain, if any, of junior high students in science, and fourth, fifth, and sixth grade students in geography due to

the inclusion of motion picture film during a ten week period of instruction. The usual film and non-film groups were used; however, in preliminary testing it was found that the film groups scored inferior to the non-film groups both in intelligence and knowledge. This handicap did not prevent the film groups from scoring superior to the non-film groups on an objective test measuring factual knowledge at the end of the ten week-unit.

In 1936, a series of studies were initiated by a grant from the General Education Board to the American Council on Education. The grant made possible an appraisal of approximately 1,500 films released and produced for the schools. School teachers, students, and committees of experts throughout the nation reviewed these films. The result was the publishing of Selected Educational Motion Pictures, by the American Council of Education in 1942. This publication listed, described, and appraised approximately five hundred of the films reviewed which were deemed to be educationally worthwhile. Experiments concerned with the motivational and attitudinal aspects of film were also carried out by the American Council on Education. At the University of Minnesota it was found that film, when used to help teach a beginning course in biology, seemed to motivate students to enroll in advanced biology courses. The results of experiments concerned with attitudinal changes seemed to

indicate that film has no appreciable effect.

Concurrently with the investigations of the American Council on Education, the Commission on Human Relations of the Progressive Education Association, through a grant from the General Education Board, investigated the effects of film on young people in stimulating their discussion on problems of behavior. A. V. Keliher directed this study which used approximately sixty selected and edited excerpts from entertainment films. These films were shown to groups of young people and the ensuing groups' discussions were stenographically recorded. From analysis of these stenographic records of discussion, it was felt that the films did provide a means by which young people could observe behavioral relationships and learn to discover the factors influencing human behavior.

Possibly the greatest demonstration of the value of motion pictures as an educational tool was the use of film by the Army and Navy of the United States during World War II. Film was used to orient, train, and test armed forces personnel on an extensive scale. Studies concerned with the effectiveness of film contribution to motivation in respect to the morale of such military personnel, resulted in the formulation of hypotheses that lead to further and more specific film research. Also, in the production of training films, certain aspects of film technique were investigated, such as representation of three dimensional space by pictures, problems of

increasing efficiency of instruction through projected visuals, perceptual learning through film, and the problems of the physical arrangement of film projection to viewing groups were investigated. It might be said that the efforts of the Army and Navy in this field closed the period of film research concerned with the comparison of film plus conventional instruction to non-film conventional instruction and began the present period of research concerned with the correct and efficient use of the motion picture as an instructional tool.

In keeping with the new period of research concerned with improving the efficiency of the motion picture medium, the Motion Picture Association of America in 1947, presented funds to the Commission on Motion Pictures in Education of the American Council on Education for a series of studies concerned with the techniques and treatments of educational film content. The findings of these studies were made available without cost to educational film producers.

In 1946, the Nebraska Program of Educational Enrichment Through the Use of Motion Pictures was initiated. The purpose of this study was, as the title implies, to investigate the extent to which the use of motion pictures could enrich instruction in the public schools of Nebraska. The study lasted four years and terminated in 1950. The major portion of the study was concerned with science and social studies as taught in grades nine through twelve. Twenty-nine secondary

schools were designated as experimental, and five regional libraries supplied these schools with motion pictures. The results of the studies indicated that motion pictures do enrich the curriculum. It was felt that motion pictures contributed such an important effect on enrichment of the curriculum that the recommendation of the study group was that Nebraska should establish a state, regional, and local inter-cooperation film distribution system for science to the public schools of Nebraska.

The Instructional Film Research Program of the Departments of the Army and Navy, constitutes the most exhaustive study of all the various aspects of motion picture film usage in regard to the instructional functions of the armed forces. In the voluminous reports of the various studies conducted by the Army and Navy, motion picture film was found to be a valuable tool of instruction. These findings are borne out by the tremendous number of training films produced for instructional purposes and available to the training units of the armed forces.

The above major research studies have been the basis upon which the importance of film in education has been brought to the attention of educators. These studies have stimulated numerous individual and institutional research on the part of educators seeking to find the most efficient uses for film in education. Such individual studies have been

concerned with the effect of motion picture film on motivation, skills, factual knowledge, retention, conceptual learning, and enrichment. The Army-Navy Instructional Film Research Report on Rapid Mass Learning (technical report Number 269-7-19) summarizes the findings of numerous individual research in appraising the merits of film in education. This report states five values of the instructional film in education:

1. People learn from films.

2. When effective and appropriate films are properly used, people learn more in less time and are better able to retain what they have learned.

3. Instructional films may stimulate other learning activities.

4. Certain films may facilitate thinking and problem solving.

5. Appropriate films are equivalent to at least an average teacher, and sometimes even to an excellent instructor insofar as the instructor's function is communicating the facts or demonstrating the procedures in the film.

The Army-Navy Research Report on Rapid Mass Learning also lists ten principles covering the influences of films in instructional situations:

1. Principle of Reinforcement- films have greatest influence when their content reinforces and extends previous knowledge, attitudes, and motivations of the audience. They have least influence when previous knowledge is inadequate, and when their content is antagonistic or contrary to the existing attitudes and motivation of the audience.

2. Principle of Specificity- the influence of a motion picture is more specific than general.

3. Principle of Relevance- the influence of a motion picture is greater when the content of the film is directly relevant to the audience reaction that it is intended to influence.

4. Principle of Audience Variability- reactions to a motion picture vary with most or all of the following factors: film literacy, abstract intelligence, formal education, age, sex, previous experience with the subject, and prejudice or predisposition toward the subject.

5. Principle of Visual Primacy- the influence of a motion picture is primarily in the strength of the visual presentation, and secondarily, in the narration or commentary. It is relatively unaffected by "slickness" or production as long as meaning is clear.

6. Principle of Pictorial Context- an audience responds selectively to motion pictures, reacting to those things which it finds familiar and significant in the pictorial context in which the action takes place.

7. Principle of Subjectivity- individuals respond to a motion picture most efficiently when the pictorial content is subjective for them.

8. Principle of Rate Development- rate of development influences the instructional impact of a motion picture on its audience.

9. Principle of Instructional Variables- established instructional techniques, properly built into the film or applied by the instructor, substantially increase the instructional effectiveness of a film.

10. Principle of Instructor Leadership- the leadership qualities of the instructor affect the efficiency with which his class will learn from the film or filmstrip.

The above summations of the findings of film research would seem to indicate that the motion picture could and does contribute a great deal to the instructional process. If these findings are true, then efforts should be made to insure that teachers of the State are able to acquire those films which they deem essential to the instruction of students. Teachers should have convenient access to a wide selection of films so that more effective integration of films into lessons may take place.

CHAPTER III

THE IMPORTANCE OF EDUCATIONAL FILM TO THE TEACHERS OF NEW YORK STATE

More than two million times during the school year in New York State, classrooms are dimmed and projectors are switched on so that students may view films which teachers have selected as an additional resource to the learning process. To provide for the classroom activity of viewing films, the school districts of New York State spend approximately $1,265,000 annually and own motion picture equipment valued at nearly $12,000,000. Such an expenditure and investment make possible the viewing, on the average, of about 10,000 films daily by students in New York State. In keeping with this average, a film is shown daily in one classroom out of seven. To expedite this daily traffic in film, the efforts of over 2,000 people who are employed in one capacity or another by the school districts of the state are required. These people coordinate and supervise various local systems of motion picture distribution. Their responsibilities range from a part-time secretary, who merely facilitates ordering of films in some school districts, to that of a full-time administrator in other districts where film distribution is but one of many aspects to a total communication program. It must also be mentioned that some school districts

have no person responsible for obtaining motion picture film. In any event, the teachers of New York State do obtain film and use film in their classrooms. The fact that teachers do use film in quantity as an additional resource to the learning process, aware or unaware of film research findings, seems to indicate that teachers have discovered the educational film to be of value to instruction. Many media and materials are considered to be of value to instruction, such as chalkboards, filmstrips, phonographs, tape recorders, projectors of various types, and educational television. The teacher, as a true professional, selects and uses whatever can be obtained to assist students in realizing specific objectives. It is impossible, therefore, to give rank value to tools of instruction. A gifted teacher might be able to teach some units effectively without even a chalkboard or chalk. Using a chalkboard, this same gifted teacher might find that more subject matter could be covered in a given unit of time with more understanding. This teacher might also discover that using prepared materials of instruction, designed, and tested for particular phases of instruction, might increase efficiency of instruction even more than merely using a chalkboard. Whether a teacher is gifted or not, the teacher will tend to use those tools which training, personal experience, or instinct dictate will best help achieve certain objectives and which are conveniently available. In this respect, excluding the textbook and

chalkboard, the filmstrip is the most frequently used tool of instruction. It is an estimate that 95% of New York State's 127,000 teachers use the filmstrip and 93% use educational film in classroom instruction. It is also an estimate that 88% of the teachers use the phonograph, 80% the tape recorder, 73% the opaque projector, 58% the flannel board, 55% the 2 x 2 slide projector, and 10% educational television. Next to the filmstrip then, it seems that teachers prefer the educational motion picture film.

The 118,000 New York State teachers using educational film for instructional purposes have access to almost 10,000 projectors. On the average, twelve teachers theoretically share a projector. Some school districts apparently feel that one projector is sufficient for every twenty-seven teachers, while at the other extreme, there are school districts that provide a projector for every six teachers. These teachers also share 70,000 films owned by the school districts of the State. In addition, the teachers of the State share annually 200,000 rented films and 140,000 free films. The logistics by which these films and projectors are brought together at the correct time in classrooms greatly affect film utilization as an additional learning resource available to the students of New York State.

New York State teachers obtain educational film from the following general sources:

1. University film libraries located both inside and outside New York State

2. New York State University college film libraries

3. School district film collections

4. Commercial film rental agencies and free loan agencies

5. Cooperative Boards of Educational Services

6. Film unions (several school districts pooling film)

7. Government agencies

The school districts spend approximately $300,000 annually to rent film from various institutions in New York State and also spend approximately $300,000 annually to rent film from institutions located outside of New York State. In addition, school districts spend approximately $200,000 annually to purchase educational film. The task of delivering film to school districts falls mostly to the United States Mail.

Since there are educational films and projectors available to the teachers of this state, what then are some of the deterrents to a teacher's utilizing film as an additional learning resource for students? To obtain an insight into the teacher's problems concerning film utilization, a sample survey was conducted in sixteen school districts of the state. One hundred forty-eight teachers responded to this survey.

Fifty-eight per cent of the responding teachers indicated that they could not depend on an educational film arriving in time to fit into their lesson plans. Thirty-two per cent of the responding teachers indicated that it took too long from the time they ordered a film until they received it. Along these lines, twenty-five per cent of the teachers indicated that they had to order films too far in advance. If these findings are representative of the teachers of the state, then a large segment of New York State teachers are discouraged from using film that they believe to be important to the instruction of their pupils. It would seem that if there are enough films available to teachers, then it should be a simple matter to deliver the film to these teachers. What results is that film orders have to be placed far in advance, and often the delivery of the film is unreliable.

On the average, a film is out of circulation for about two weeks while one teacher is using it. In school districts which own their own film, this time period is considerably shorter. Film, on its return to a library, has first to be inspected for any damage that might have taken place during projection. After inspection, it is placed on a rack in the film vault to await another request. When it is ordered, it must be sent, on the average, three days in advance to meet the booking engagement. Three days must also be allowed for its return to the library after it has been used. The period

of use is about three days. Depending on the efficiency of the film library, another period of time is allocated for inspection and repair if necessary. If a teacher does not return a film to the library at the promised time, then bookings for the film become disrupted. It is apparent that in many cases film libraries are closely booked, and that teachers wishing to use a certain film at a given time have to request the film far in advance to be placed on the list of bookings. Popular films with seasonal use and films that are used in Regents subjects, have to be ordered at least six months in advance if a teacher is to be reasonably sure that the film will be available when needed. The two major public school educational film distributional institutions that supply more than half the teachers of New York State claim that they can fulfill only two thirds of the requests made for film by teachers. Even those teachers fortunate enough to obtain films, feel uncertain as to their receiving a film on the date requested because of the shortage of films and the heavy demand made upon available films. The survey revealed that forty-eight per cent of the teachers sampled indicated that they could not be sure that the educational film described in a film catalog would contribute to the unit they were teaching. This situation is less evident in school districts where film is owned and where the district publishes its own catalog, describing films that were carefully selected

and previewed to fit the needs of the local curriculum. At the same time, seventeen per cent of the teachers indicated that they would rather use the time required to preview educational film for other areas of their teaching duties. It was also indicated that seventeen per cent of the teachers stated as a deterrent to using educational film the fact that the school district did not have any person responsible for audio visual instruction. These teachers had no one with whom they might consult as to appropriate choices in ordering educational film. In addition, nineteen per cent of these teachers indicated that educational film was difficult to order.

As to administrative problems concerning educational film on the local level, twenty-eight per cent of the sampled teachers indicated that they had to request and make arrangements for bringing a motion picture projector and screen to their room when they wished to show an educational film. Twenty-three per cent of the teachers indicated that there were no students trained to operate a motion picture projector, and felt that this was a deterrent to their using educational film. Eighteen per cent felt that their classroom should have a permanent screen to avoid the setting up and taking down of portable projection screens.

The conditions described above might tend to discourage teachers from using educational film. To remedy these conditions

and thus enable New York State teachers to obtain more films more easily, appropriate action on the state level might be considered. Furthermore, if more films could be made available, then certain considerations would have to be given to the proper use of such films and to providing teachers with convenient channels by which they could obtain and show films.

CHAPTER IV

OTHER STATE PLANS

New York State is similar to the majority of states as far as educational film is concerned. Thirty-nine of the fifty states leave the problem of educational film entirely in the hands of the school district. School districts acquire money for motion pictures as part of their overall state assistance. No state money given to school distrcts is specified to be used for instructional materials. However, there are notably seven states in which the education departments have instituted or are contemplating the institution of programs to increase the availability of motion picture films as an instructional tool to teachers of their state. These states are: California, Georgia, New Jersey, North Carolina, Pennsylvania, Virginia, and Arkansas.

California for the past ten years has allocated $1,800,000 annually to be used on a matching basis to county superintendents for the service of providing instructional materials to the school districts of the state. Approximately fifty per cent of this money is used for the purchase of 16mm motion picture film.

The Georgia Department of Education operates four regional film libraries which contain a total of 4,998 film titles and approximately 50,000 prints of these titles.

During the school year 1961-62, 242,000 films were sent to 1,655 of Georgia's 1,929 schools.

The State of New Jersey established in 1950 the County Audio Visual Aids Commission. This commission brought into being the County Audio Visual Aids Centers. These centers partake in a cooperative program of audio visual materials distribution with the State. The State gives annual financial aid to these county centers. Such aid is determined on a matching basis up to the maximum amount of $2,500. At present, twenty counties are active in the county audio visual center program and a great portion of these centers' activities are concerned with the distribution of motion picture film to the schools of the counties.

The Department of Public Instruction of North Carolina is contemplating the establishment of six regional instructional material centers. The purpose of these centers will be to provide the schools of the State with motion picture film. The film service would be administered by the State Board of Education, with direction provided by the State Department of Public Instruction.

The Commonwealth of Pennsylvania has established a highly flexible system of instructional material distribution. Beginning in 1961, fifteen instructional material centers were created which serve counties with a total potential pupil enrollment of about 1,500,000 students or three fourths of the

public school population of the Commonwealth. These centers were organized on the administrative structure of the existing county boards of education. County boards could organize to form joint county boards and thus increase the geographical area and school population covered by two or more county boards. Contractual agreements are made by the school districts with county or joint county boards for the specific services of being supplied with instructional materials.

The Commonwealth of Virginia has put into effect a three-leveled plan for instructional materials distribution above the school district level. These are the division level, the regional level, and the state level. The division level distributes materials that would be expensive for one school alone to buy. These are materials that have a high frequency of use. The regional level is located in four colleges, and services a region comprised of divisions. These regional level organizations provide a basic motion picture library for the schools within the region. The regional film libraries serve as supplements to the division level film libraries. The regional level also trains teachers in the use of audio visual materials of instruction. The state level covers the entire state and is the responsibility of the State Bureau of Teaching Materials, State Department of Education at Richmond. The state level function is to provide leadership in improving the utilization of teaching materials. It has a film library

which supplements the regional and division levels. At the writing of this report, no funds were appropriated for the buying of films on the division level. In addition to state supported film libraries, local city and county school systems purchase and distribute their own educational film.

The State Education Department of Arkansas has on deposit at Little Rock a motion picture film collection of 10,000 prints comprising 3,000 titles. During the 1962-63 school year, this Department circulated 60,000 prints to the public schools of Arkansas. These films cost the public schools only the price of return postage for their usage. The Arkansas Legislature appropriates $85,000 annually to maintain this film service.

In summation, it might be said that when state education departments have augmented either direct or indirect programs for teachers to gain easier access to film, film usage by teachers seems to increase. If it can be assumed that teachers are using film correctly, then it might be further assumed that certain aspects of instruction have been improved by the additional usage of film in the above mentioned states.

CHAPTER V

RECOMMENDATIONS FOR ACTIVITY ON THE PART OF THE EDUCATION DEPARTMENT TO CREATE MORE CONDUCIVE CONDITIONS IN THE STATE FOR THE USE OF EDUCATIONAL FILM AS AN INSTRUCTIONAL RESOURCE

It is the policy of the Education Department in matters pertaining to the improvement of instruction to advocate by publication or demonstration, those innovations in educational practices which the Department has found to be of value. The school district accepts, modifies, or rejects such innovations in accordance with the dictates of local needs. The recommendations explained in this chapter are ways by which the Education Department might assist the school districts in improving conditions for using educational film. These recommendations are classified into nine general categories, as follows:

I. Establish procedures to assist school districts through consultant services

II. Create incentive for Boards of Cooperative Educational Services to establish film centers

III. Increase buying power of the school district in respect to motion picture equipment by coordinating purchases on a statewide basis

IV. Establish a preview service for educational film and publish a periodic film review bulletin

V. Investigate various means by which television can aid in the distribution of educational film

VI. Investigate the potential of 8mm film as an instructional resource

VII. Investigate the potential of film for application in large group and in individual study situations

VIII. Create a permanent semi-annual Education Department film seminar

IX. Establish a professional film loan center for films to be made available to district directors of educational communications and other school administrative personnel

I. General assistance to school districts in the form of consultant services

It is the prerogative of New York State school districts to determine the extent to which instructional programs will be augmented by motion picture film. Boards of education, on the advice of the district's professional staff, allocate that portion of a school's budget to be used for the purchase and/or rental of motion picture film. The motion picture film budget item generally appears under the category of instructional materials. It may therefore be stated that the extent to which motion picture film is part of a school district's instructional program is dependent upon the direct result of the district's professional staff's efforts to advise and convince the board of education as to the degree to which the school district should utilize film to expedite the instructional program.

In keeping with the above mentioned educational

practice of this state, the Division of Educational Communications should make available to the school districts a team of educational communications specialists, who, upon the request of a school district, could visit the district in order to aid the professional staff in determining the extent to which film should be used in the district's instructional program. These specialists would, in visiting the school district, observe the practices of the district in integrating film into instruction. These specialists would consult with the professional staff as to needs and goals. The conclusion of the evaluation would be a report submitted to the board of education. This report should be completed before the specialists leave the district and should (1) present an evaluation of present motion picture usage, (2) summarize the staff's concepts of motion picture usage in instruction, and (3) detail recommendations for future motion picture usage.

By making available to school districts such consultation services, it is hoped that school administrators may be assisted by acquiring independent and objective evaluations of their present film program. With such evaluation, they might gain the advantage of the specialized knowledge and experience of Education Department personnel who are constantly keeping abreast of developments in the field of educational communications throughout the state and the nation.

II. Create incentive for Boards of Cooperative Educational Services to establish film centers

It might be considered ideal that each teacher in the state would have the education films needed for the school year located in the classroom. The cost of film, at present, makes such an ideal uneconomical and impractical. Because film is expensive and because the same film is not repeatedly used throughout the year by a teacher, film is shared by teachers. Sharing of film is practical whether a school district owns its own film or rents film. A rented film may be shown to students in a school district on Long Island one day, and two weeks later, this same print will be shown to students possibly in Macon, Georgia. On the other hand, a film owned by a district may be shown but once a year, while neighboring school districts rent the same film from a library located at the other end of the state. Whether a school district rents or buys an educational film is dependent on which method of acquiring the film is most economical, assuming that either method will produce the film when requested. However, the school district that owns a film has a greater assurance that it will be available for teachers when requested. The school district that purchases a film therefore, has decided that the film is important to instruction only at that time designated by the teachers of the district. The school district has also decided that the

necessity of having the film when requested is worth the maintenance and repair of the film. Hence, a school district purchases a film to be shared by the teachers of the district. In both instances, the film is shared, the difference in sharing being that the rented film is shared and competed for by all the interested teachers in the nation.

The economics of determining whether to buy or rent films is a simpler matter than is weighing the importance of the convenience of having the film available to teachers. A film is rented by so many teachers, so many times a year and is shown to so many students. Hypothetically, a school district might find that in the course of about three years, the total rental costs of the film equals its purchase price. The film's usability by the experience of the school district is approximately six years, and the subject matter of the film is believed to be stable for the same period of time. The school district risks the possibility that someone might inadvertently destroy the film during the six years and purchases the film. By purchasing the film, the school district has supposedly saved fifty per cent of the rental costs and gains for its teachers the convenience of having the film when needed.

Films rent for about $2.50 for one day's showing (a ten minute, black and white film). The cost of purchasing film ranges from about $50.00 to $300.00 per film. It is

evident from what has been described concerning the purchasing of films that small school districts with no teacher duplication in subject areas would be inclined to rent films. Large city districts with high duplication of subject area teachers find that owning films is more economical. It would seem that the size of the school district is the major factor in whether a school district rents or purchases films. It might be said that the tendency of a school district to purchase films would be in direct proportion to the school district's student enrollment.

Regardless of size, some school districts feel that it is important for convenience sake to own a certain film which is found to have a high frequency of use by the teachers of the district. This type of film is generally used by elementary grade teachers at several grade levels. At the same time, this school district feels that the one physics teacher of the district must rent a certain film. The elementary film is at hand for the elementary grades because it has a high frequency of use, while the physics film must come from a library miles away. It might be said that frequency of use of a film is indirectly proportional to the distance between the storage of the film and the teachers using the film.

Combining the necessity for a large student population in a school district and a factor of frequency of use, it would

seem evident that for schools to obtain more films and to make more efficient use of these films, the school districts must find a way of pooling film resources. Fortunately, there is an administrative structure already brought into existence for this very purpose by the Education Department. This administrative structure is called the Board of Cooperative Educational Services (BOCES). There are seventy-five such boards in New York State, and each one encompasses several school districts. If state aid were given to these BOCES for the purpose of establishing film centers, then these boards could be the depositories of the least frequently used films of the school districts. The school districts would still retain and continue to purchase high frequency of use films. In effect, the school districts would be sharing less frequently used films, such as a physics film which might be used only once by each physics teacher of several school districts. At present, the school districts are paying approximately $600,000 annually for a similar service that is inadequate. Approximately $300,000 of this money leaves the State of New York to out-of-state film libraries. It would seem that applying money to the BOCES would bring about both an increase in the amount of film available to the teachers of New York State and, at the same time, increase efficiency of film use. Over a period of time, a great portion of the money now being spent for the rental of

film would be diverted from leaving this state into numerous, locally controlled film centers.

To provide incentive for BOCES to organize film centers and to begin film distribution services, the present law governing BOCES operations should be expanded or reinterpreted to allow BOCES to receive state aid for the purchase of film. Initially, state aid should be limited to 50 films annually. The average price for a film should be designated at $150. This would mean that a BOCES would receive aid under its state aid formula for $7,500 of annual film purchases.

For a BOCES to qualify for the above mentioned aid it must exhibit intent by displaying initiative in the form of meeting two requirements. (1) The BOCES must have on its staff a full-time, certified, director of educational communications* and (2) the BOCES must submit to and have approved by the Bureau of Rural Administration and the Division of Educational Communications, a plan by which the BOCES intends to operate its film center. The Division of Educational Communications would provide upon request to BOCES a form which would detail the information required in describing a plan for film distribution.

The essence of the above plan is to have the rural school districts of the state spend that portion of their school budgets allocated for educational films in their own locality,

*The Department has initiated procedures for considering the certification of audio visual personnel as educational communications specialists.

to build their own film distribution service, and to control this service as best meets the needs of their region. The acceptance of the above plan would immediately begin to increase the amount of film available to the teachers of the state. The success of BOCES film collection centers would establish a basis for further pooling and coordinating film distribution so that any teacher in the state might have convenient access to a large selection of film titles for use in the classroom.

III. Increase buying power of the school district in respect to motion picture equipment by coordinating purchases on a statewide basis

Over 1,000 motion picture projectors are purchased annually by school districts of New York State. At an average price of $400.00 per projector, this amounts to about $400,000 spent annually by the school districts for these projectors. Most of the school districts buy one or two projectors a year. Such small purchases mean that school districts are paying close to list prices for projectors. In contrast to the small districts, one large district of the state, which buys in mass quantities, pays less than $300.00 per projector compared to the average $400.00 per projector paid by the small district. It would seem advisable that the Division of Standards and Purchases in cooperation with the Education Department take steps to place 16mm motion picture

projectors on state contract. If projectors could thus be made available to school districts at a substantially lower price, then the school districts could buy more projectors for the same amount of money and therefore make more projectors available for teacher use.

A similar procedure might be followed for the purchase of films. If school districts reported to the Department the titles of films to be purchased by a certain date, the Department would have a frequency count on the number of a certain film title being purchased throughout the state. If large quantities of certain film titles are to be bought, then the Division of Standards and Purchases could be approached to place these titles under state contract.

It would seem obvious that some arrangement for mass purchase should be initiated for materials that, at present, are bought separately by districts at prices that could be reduced through coordinated mass purchase. In addition, the purchase of state contract items amounting to $1,000 or over allows the school district to experience savings by eliminating the expense entailed in advertising for sealed bids as mandated by New York State General Municipal Law 103.

IV. Establish a preview service for educational film and publish a periodic film review bulletin

In many school districts throughout the state, film

catalogs are prepared each year for the use of teachers. Understandably, these catalogs for the most part describe films owned by the district. For the new films or for films obtained from rental agencies, the teacher is dependent for descriptions of these films on the commercially prepared catalogs or brochures printed by the companies selling the films. Teachers are therefore confronted by many sources of information about film. It would seem that a great deal of duplication is occurring where film catalogs are concerned. The Education Department could print one catalog for all the teachers of the state. This catalog would be limited to new films. A preview system would be established in certain schools throughout the state. The results of teachers' previews on forms supplied by the Department would be condensed into a description of a film with suggestions for the film's use.

Such a preview service would use the faculties of perhaps thirty school districts who would wish to cooperate in previewing films. Producers would be informed to send new films to the Education Department. If the Department should receive a physics film, for example, then this film would be sent along with a number of preview forms to six school districts. The science departments of these schools would be asked to view the film and check the accompanying preview forms. A school district would be asked to preview a certain number of films a year according to the size of its faculty

departments. In this manner, a film could be easily previewed by 100 teachers in the subject area in which the film was intended to be used. The opinions of these teachers would be analyzed and the analysis published in the State Film Catalog. It might be said of the catalog, that it would be like an educational film "consumer report".

V. Investigate various means by which television can aid in the distribution of educational film

There is a perennial problem associated with educational film. When teachers are closely following a standard syllabus, there is a tendency for all the teachers to want one certain film at the same time. There is also the problem of the seasonal film which all teachers seem to want at about the same time. For a film center to provide enough prints of a certain film, the film center with a limited amount of money to spend, will have to sacrifice the number of different films on its racks in order to buy duplicate prints of popular films. It seems that the use of television to supplement a film center's service in respect to periodic high frequency of use films, might allow the center to provide more titles of different films for teachers. In this respect, a short pilot study was carried on with the Bureau of Audio Visual Instruction of New York City. Films were shown daily and repeated in close coordination with the

syllabuses of several subject areas to cover over fifty schools. Teacher reaction to the study was most favorable. The preliminary report of this pilot study is Appendix A of this report. Aside from receiving the films, the convenience of television allows the film to be shown in a fully lighted room and eliminates the necessity of bringing a projector and screen into the room and arranging the room for projection.

Money should be provided to continue the New York City study and studies elsewhere in the state to determine what the advantages and disadvantages are of showing films over television as a supplement to a film center's distributional service.

VI. Investigate the potential of 8mm film as an instructional resource

The advent of 8mm film promises to open interesting new applications for film in education. At present, both magnetic and optical sound can be recorded on 8mm film. Money should be made available so that new developments in 8mm film may be quickly tested in school situations so that the Department will be ready to advise schools on any promising applications of this film and the various equipment that will no doubt be built with this film as its main intelligence. The Division of Educational Communications should therefore seek funds to investigate applications

of the 8mm film germane to educational media utilization.

VII. Investigate the potential of film for application in large group and in individual study situations

At present, various school districts of this state are beginning to apply team teaching to their programs of instruction. Educational film cannot be ignored in such programs. Exactly what educational film can contribute to both large group and individual study must eventually be investigated. Money should be made available for those school districts attempting team teaching for the purchase of specialized motion picture equipment and materials.

VIII. Create a permanent semi-annual Education Department film seminar

There is need for communication among the various fields of education concerning the educational film. The Department has to be continually appraised as to the situation both in the field and within itself concerning the problems and applications of educational film. By bringing together people from different areas- the field, the Department, film production, film distribution- a more realistic and coordinated approach could be made to problem areas. Distinguished authorities could be contributors to the seminar. Discussions and conclusions of the seminar would be published in an annual paper.

IX. Establish a professional film loan center for films to be made available to district directors of educational communications and other school administrative personnel

There are now available to education, numerous films in which the cinemagraphic treatment of subject matter is novel and imaginative. A collection of selective films epitomizing good examples of cinemagraphic technique applied to aiding in the obtaining of certain educational goals could be used by directors of educational communications and other school administrative personnel for teacher in-service training programs. Such a collection of film would be comprised of films treating a variety of subject matter areas. There would also be films that would depict teaching techniques and practices.

If such a film collection were made available to district educational communications directors and district school administrators, then there would be one central source to which these people could rely on for the acquisition of appropriate films for their training programs. Department personnel would also have a convenient source for previewing and selecting films with which to augment their present programs.

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APPENDIX

A

Preliminary Draft

NEW YORK CITY TV FILM DISTRIBUTION PROJECT

Peter Greenleaf and David Rees

PROBLEM

Each year BAVI of New York City's Board of Education, circulates more than 125,000 motion picture films among its schools. To place these films into the hands of teachers for timely instructional use is a major annual undertaking. In order to expedite this laborious work of film distribution, BAVI maintains a film collection of more than 33,000 prints consisting of 2,317 different titles. However, the demand for these titles greatly exceeds their number. Certain films are so coveted by teachers that the BAVI has been obliged to purchase as many as 30 prints of a film title in order to approach fulfilling requests. This forces BAVI to duplicate film titles which, in turn, because of budget limitations, diminishes the selection of titles available to New York City teachers.

BAVI has always desired to increase its film distributional services. Various distributional innovations have been tried, e.g. the use of permanent centers of films maintained at certain elementary, junior and senior high schools. However, the more successful of these practices have made apparent the need for more titles. Once teachers

have convenient access to film, they seem to request more film to meet their instructional needs. Combined with the perennial demand for more film is the seasonal request for certain films. This seasonal demand often impels BAVI to purchase many duplicate prints of a title.

If purchase of duplicate films is to be diminished so that more titles may be available to the New York City teacher, then the causes for duplication- seasonal demand and similar unit planning throughout the city schools- must be considered in determining a possible solution to the problem. As most schools follow a standard syllabus in each curriculum area, films which supplement certain units of instruction will be ordered for a certain time in the school year by a great number of teachers wishing to use these films. These same films may then remain unused for the remainder of the school term. Therefore, an effective method of eliminating duplication of print purchases would be by use of a system that allows the simultaneous distribution of one film to all teachers wishing to utilize this film. Television seems the method for film distribution as a supplement to the normal functioning of film centers.

PREVIOUS RESEARCH

There is a paucity of research on the distribution of motion picture film by television. What has been done, however,

seems to indicate the need for further investigation in this area.

In 1954, Dr. Mendel Sherman investigated film distribution via television in the city of Los Angeles. Dr. Sherman concluded that this method was prohibitive in cost. However, the number of schools was not sufficient to allow any savings on a per school basis.

The prohibitive cost factor was also found in an experiment conducted in 1959 at Memphis, Tennessee. In this experiment, "the" Dr. White series of Physics Lessons were televised to the Memphis high schools. Each filmed lesson of the series was repeated five times a day. Again, such televised film was found to be prohibitive in cost and again, few schools were involved.

Dr. R. Brown, in 1960, investigated and compared the financial aspects of three methods of film distribution; conventional classroom projection, closed circuit distribution, and open circuit distribution. The finding of his dissertation was that open-circuit television is most expensive when less than thirty schools are involved. However, when over thirty schools are involved, the amount saved by using television is in direct proportion to the number of schools involved. These savings amounted to 50% when 75 schools were involved and 75% when 100 schools were involved.

A consistency in the above findings indicates that open-

circuit television is a mass communication medium which, when not used as such for film distribution, direct instruction, or enrichment is very expensive. Furthermore, the studies neglected to analyze the attitude of teachers toward using film in the above ways. It is important that teachers accept the restriction on planning their lessons to conform to instructional material supplied only at specific times. If teachers do not accept this, then television distribution of film is not feasible.

OBJECTIVES

It was decided that the following information would be essential in order to make valid judgments on the feasibility of motion picture film distribution via television as a supplement to the normal function of the BAVI film program:

1. Would teachers accept and use motion picture film provided them via open-circuit television?

2. Would televising educational motion picture film introduce teachers not normally using film in their teaching to the advantages of motion picture film?

3. Would televising educational motion picture film introduce teachers normally using film to additional titles of which they are unaware?

4. What would be the most acceptable pattern of repetition in televising motion picture film in order to insure that teachers would have the maximum opportunity to incorporate these films into their teaching activities?

5. What would be the cost of distributing one motion picture film via television in comparison to the cost of purchasing duplicate prints to be made available to all junior high schools?

PROCEDURE

These objectives were taken into consideration at meetings held both in the Education Department in Albany and at BAVI. These meetings were attended by Dr. E. Bernard, Director of BAVI, Mr. Peter Greenleaf, Supervisor of AVI for the Junior High Schools, New York City, Dr. Loran Twyford, Chief, Bureau of Classroom Communications, Education Department, Mr. Lee Campion, Director, Division of Educational Communications, Education Department, Mr. H. Marder, Director, Chelsea Project, Mr. Henry Queen, Supervisor, Television and Teacher Training, Miss U. Moran, Borough AVI Coordinator, and Mr. David Rees, Associate in Educational Communications, Education Department. It was decided that a two phase pilot study should be undertaken. An initial three week period was planned for introduction of the television service and examination of the frequency and pattern of repetition needed for maximum use of the films by teachers. A more intensive four week period was designed to capitalize on information gained from the initial phase.

Mr. S. Siegal, Director of Station WNYC, and Mr. E. Buck, Program Director of WNYC, were most cooperative in making the facilities of the station available for the project. Station WNYC also contributed $7000 to equip several schools in poor reception areas with adequate television antennas. Mr. H. Marder checked on the availability and reception levels of schools having all-channel television receivers. Mr. Marder was most

helpful in supplying information on the improvement of reception. It was decided to concentrate the distribution of films in the junior high schools of the city since many of them owned all-channel receivers.

Mr. Peter Greenleaf and Mr. Henry Queen selected the films to be used after consultation with curriculum area specialists. They, along with Mr. Lee Campion and Dr. Edward Bernard were able to enlist the cooperation of the major film producers; McGraw Hill, Coronet, Encyclopedia Britannica and several others. These producers generously allowed the use of their film on open-circuit television without compensation. Without such cooperation, the project would have been impossible since no funds were available for purchasing television releases for the films used.

PHASE I (February 18 to March 8)

A total of 65 different films were selected. Mr. Greenleaf developed the logistics by which teachers received knowledge of the project, a catalog of titles, and a time schedule of film transmission. The areas selected were: social studies, science, mathematics, language arts, and guidance. Films for teacher training were to be shown from 12 noon to 1:00 P. M. All this information and materials were sent to the schools before February 18th.

Various patterns for repeating the films were tried. The

school audio visual coordinators were supplied with log sheets to place on the television receivers. On these the teachers placed the number of pupils who viewed the films. The attitudes of the participating teachers toward this system of film distribution were to be determined from postcard questionnaires which were supplied to the schools.

The films shown over WNYC for the three week Phase I period were accompanied by eight title slides which identified the project and reminded the teachers to fill out the questionnaire card and log sheet after viewing.

The purpose of the varying patterns of repetition used in televising the films was to enable audio visual coordinators to ascertain the pattern which seemed best to fit the schedule of bells of their particular schools.

A meeting was held on March 12 after the completion of Phase I at which the school audio visual coordinators made known the observed difficulties encountered by the schools in using the televised films. At this meeting, discussion brought forth the opinion of the 50 school audio visual coordinators as to the preferred pattern of film repetition.

PHASE II

The findings of Phase I provided information by which more intensive efforts could be made in Phase II. Whereas in Phase I 65 titles were televised, in Phase II only 34 titles were televised.

In Phase I, the curriculum areas of science, social studies, mathematics, art, music, and language arts of all grade levels were televised plus teacher training films. In Phase II, only 7th year social studies, mathematics, earth science, and career guidance films were televised. The number of film titles and subject areas were reduced in order to increase the number of repetitions of the films. The pattern involved repeating the televising of a film nine times during a period of three alternative days. The first day a film was repeated three consecutive times in the morning. Two days later, the same film was repeated three consecutive times during the afternoon. Two days later. the same film was repeated three consecutive times, straddling the noon hour.

The questionnaire and log sheets were the same as in Phase I. The television time schedule of the films was distributed to the audio-visual coordinators on April 10, two school weeks before Phase II was to begin. Phase II was televised from April 29 to May 24. On May 15, a meeting was held at the BAVI, and 68 school audio-visual coordinators were able to attend. This meeting was purposely held during the middle of the operation of Phase II so that a concurrent appraisal of the effectiveness of transmission and repetition patterns could be attempted. All questionnaires were returned to BAVI by June 1st, and a computation of the data was made.

FINDINGS

Of the 200 teachers reporting in Phase I and the 400 teachers reporting in Phase II, 72% indicated acceptance and 28% non-acceptance of this method of film distribution. Samples of these reports are as follows:

1. FAVORABLE

   a. The room does not have to be darkened.

   b. No loss of time in setting up and taking down projector and screen.

   c. Right film at the right time.

   d. No breakdown of film or projector.

   e. No projectionist needed.

   f. Film could be previewed at convenience of teacher.

2. UNFAVORABLE

   a. Lack of room for television viewing, resulting from too few television receivers in the schools.

   b. Too much loss of time from moving to and from television room.

   c. Film transmission did not always correspond with bell schedules.

   d. Television reception poor.

   e. Pictures only in black and white.

Most interesting was the fact that of the teachers using televised films, 90% had not previously seen these films.

The pattern used during Phase II appeared to be the most acceptable and seemed to allow a greater number of teachers of

the same grade and curriculum area to use the film in their classes.

In regard to the financial aspects of televised film distribution, it was found that the cost of transmitting a ten minute, black and white educational film was $60.00.*

It must be considered that in the patterns of repetition found to be most effective, a film is repeated three times per day for three alternative days. This means that every film televised would have to be repeated nine times. Thus, the total cost of televising one ten minute film would be $540.00. A full time professional person would be needed to coordinate such film distribution. Such a person would have to work with curriculum and audio-visual specialists to plan and supervise the film program for the school year. This person's planning would most likely be always a term ahead in scheduling the films for televising. If this person were paid $11,500 per year, then the cost per ten minute film would be increased by $2.00 per film. Cost of catalogs and other communicational printed materials would amount to $0.10 per film. Hence, the total cost for televising one ten minute black and white film would be:

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* Cost of operating WNYC is $5.00 per minute or $50.00 for a ten minute film. Average cost per rental for a ten minute black and white educational film with television release is $10.00.

Station Cost.	$450.00 (9 repeats)
Film rental cost.	90.00
Salary for coordinator.	2.00
Printed materials	.10
TOTAL COST	$542.10

To compare the above cost with standard distribution of motion picture film, certain assumptions should be made. Firstly, it must be assumed that all schools would have television receivers in each room. Secondly, if film is to be made available to all teachers at one given time, then multiple prints are needed. Each Junior High School would need a print of a given film if the same simultaneous distribution of the film is to occur as in the case with televised film distribution. Hence, to make a fair comparison, it must be assumed that all 136 Junior High Schools have a print of the given film. Also, since the cost of television receivers is not included in the above estimation, the cost of motion picture projectors must also be discounted.

Depreciation cost (5 year base)	$1360.
BAVI-shipping, storage handling costs at $2.75 per film	374
Salaries of AV coordinators at 136 schools for nine showings of the film at $8.00 per hour.	1088
Total cost for showing one black and white ten minute film simultaneously (9 showings in each junior high)	$2822.

Comparison of TV distribution of one ten minute black and white film to standard distribution of one film where simultaneous accessibility of the film is desired:

TV . . . . . $542.10 Standard $2822.00

In the case of the 136 junior high schools of New York City, simultaneous accessibility of one motion picture film can be achieved for 1/5 of the cost of standard distribution and projection by utilizing television.

RECOMMENDATIONS

It would seem from the findings of this project that the cost of television transmission of film is not prohibitive and teachers seem to prefer receiving and using films distributed by television.

Even though the best method of using film is still by classroom projector method, it would not be essential that all films be shown in this manner. If those films which require high duplication of prints because of seasonal requests and similar unit planning are shown over television, then less duplication is needed and more titles may be purchased.

For the school districts of the State, the TV distribution of film would be a valuable supplement by which more diversified film collections could be obtained. Those large city districts, which have TV councils and which are contemplating their own TV facilities, might well profit from experimenting with supplemental TV film distribution. Those school districts with

closed circuit facilities should explore using TV for film distribution. In the future, those school districts obtaining multi-channel low power TV facilities might well consider using one channel exclusively for film distribution.

It would also seem that a more detailed study of distributing motion picture film via television is indicated. This would help to clarify further the pros and cons of this study.

APPENDIX

B

SUMMARY OF EDUCATIONAL MOTION PICTURES

IN

NEW YORK STATE PUBLIC SCHOOLS

SEMINAR

January 17, 1963

Lee Campion, Director of the Division of Educational Communications and Chairman of the Seminar, called the seminar to order at 9:30 A. M. by welcoming the participants and then introducing Associate Commissioner, Hugh Flick. Dr. Flick's remarks emphasized that the full potential of motion pictures as an instructional tool has never been fully in this State. Dr. Flick called the groups attention to the publication, Motion Pictures and Radio, Report of the Regent's Inquiry, by Elizabeth Laine, the Mcgraw-Hill Book Company, Inc., New York and London, 1938, 165 pp. and suggested that the group read this report to refresh their memory on the role of the Department in the past. Dr. Flick stressed that in one aspect of the report the Department's role is the same, that the State facilitates rather than establishes structures for educational services. In this respect, the Education Department could create a climate for local responsibility to grow in a given educational function. Dr. Flick expressed his hopes that many of the established educational media would have their potential strengths revitalized. In closing,

Dr. Flick indicated that local support would be required for those projects proposed for the field of educational communications.

Lee Campion, put before the seminar its problem in relation to the overall objectives of the Division and the Department. He stressed the need for curriculum, research, and educational communications to work closely together since so much of the new media is overlapping into curriculum and research. Mr. Campion cited examples of such close cooperation already operative in the Department. He expressed his hope for the development of Regional Educational Communications Centers modeled somewhat on those described in the Brickell Report of the Department. He mentioned the proposal being prepared by Twyford and Tanzman to be presented to the United States Office of Education in which the feasibility and operational aspects of such centers might be tested. Mr. Campion stressed the importance of film as part of the multi-media approach to education and that the seminar should keep this in mind in exploring possibilities for a State plan for educational motion picture film. In conclusion, Mr. Campion informed the group that the Division had no fixed commitments to any one plan, and that the purpose of the seminar was to gather ideas from the participants on feasible plans.

Mr. Rees, Associate in Educational Communications of the Department, informed the seminar of the Division's intent to

develop a proposal for educational motion picture distribution. Mr. Rees explained that the findings of a pilot study involving one hundred forty-eight teachers in seventeen school districts seemed to indicate that the major deterrent which teachers find discourages them from incorporating motion picture film into their lesson plans is that they cannot depend on the film arriving in time for it to be effectively used. Mr. Rees further explained that to him these findings suggest that at present, in this state there are not enough films available to teachers or, if this is not the case, then a great many of the present practices of film distribution are inefficient. Mr. Rees stated that the findings of the pilot study indicate that a state survey should yield significant evidence to justify the Education Department's studying the problem and making recommendations for alleviating conditions. The Division will therefore conduct two surveys. One will attempt to discover or verify conditions that discourage a teacher's use of motion picture film. The other will tabulate the existing expenditures of schools of the state in projectors, screens, mobile projector stands, rental of film from agencies inside and outside the state, purchases of film, and present ownership of film. Analysis of the survey results should make possible an appraisal of the extent to which motion pictures are a part of instruction in New York State. These surveys should yield information with which the Department could formulate plans to bring into

existence a climate for expediting the use of motion pictures by the teachers of this state.

Before discussing the possibilities of a State Plan for Motion Pictures, Mr. Rees presented the seminar with a list of possible activities for the Division to undertake. Each activity was commented on by members of the seminar in relation to their own operations. The Division wished to learn the extent to which such activities would affect the field.

1. PLACING MOTION PICTURE PROJECTORS ON STATE CONTRACT

The seminar felt that this should be looked into more closely since it might affect established relationships between vendor and school district. It appeared that a state contract would have to produce considerable savings before a school district would consider buying under state contract. It might also decrease a school district's flexibility in purchase choice. Dr. Bernard, Bureau of A-V Instruction, New York City, suggested that the development of minimum safety specifications for equipment would be a most useful service. It was decided that a more detailed picture of state contracted items was needed before any decision could be made. The Division will negotiate with the State's Bureau of Standards and Purchases for this purpose.

2. STATE CONTRACT FOR MOTION PICTURE PURCHASE

Such a system for buying motion picture film it was felt, would depend on a system for determining the extent of intended film purchases by the school districts. Bulk buying could be done either by title or by footage. Dr. Firman, Chief, Bureau of School Finance Research, informed the seminar that Virginia buys its school buses this way and experiences considerable savings. Carson Graves pointed out that there might be a danger in such bulk buying because the large film companies would probably undersell the smaller film producer and might jeopardize a small school district's selection of film. In any event, it was felt, that any state plan for motion pictures should include a state contract for motion picture film buying.

3. AMEND ARTICLE 40, SECTION 1958, PARAGRAPH 4d, EDUCATION LAW

This item is of interest to cooperative board personnel. This section of the law describes the materials such boards can purchase. Motion pictures cannot be purchased under the present interpretation of this section of the law unless they are part of an approved course; hence motion pictures are difficult for cooperative boards of education to buy for the major subject areas. The Commissioner can change this part of the law to allow cooperative boards to buy film for all subject areas. The seminar seemed to be in agreement to pursue this objective. Paul Williams suggested that the Division strive to allow

cooperative boards to purchase items under Title III. The Division will look into this also.

4. ATTEMPT TO HAVE THE COMMISSIONER GIVE EMPHASIS TO FILM IN SPEECHES

The seminar seemed to think this would be a worthwhile endeavor since the Commissioner has mentioned the Department's efforts in television in various speeches. Dr. Flick suggested that we should expand the efforts to Associate and Assistant Commissioners. It was pointed out to the seminar that this is a difficult thing to have accomplished since high level spokesmen of the Department tend not to emphasize details in their speeches due to the nature and complexity of their responsibilities.

5. ESTABLISH A FILM EVALUATION SERVICE

The seminar was somewhat divided on this proposal. Mainly, it was a question of specialist evaluation or student learning evaluation. The size and expense of the evaluation service was discussed. It was suggested by Dr. Firman that possibly the use of the word "evaluation" was a misnomer and that "review service" might be a more accurate description of this activity. The seminar seemed to agree that a review service would save duplication and that such a service could be incorporated into a state plan for motion pictures. Paul Williams explained that the Division was proposing a plan for film

evaluation to the Title III Section of the Department in February.

6. ESTABLISH STANDARDS

Projectors to students ratios, screens, film, etc. The seminar felt that the Division should proceed to establish minimum standards for the equipping of schools with such items. Such standards would allow AV personnel to approach boards of education for needed equipment with the backing and prestige of the Education Department. Paul Reed, Rochester Schools, suggested that these standards be made quite high as to insure that even well equipped districts would not be deterred to seek further improvements. The Division will begin to investigate the matter of minimum standards.

7. INVESTIGATE THE PRACTICABILITY OF FILM DISTRIBUTION VIA TELEVISION

The Division in cooperation with the Bureau of Audio Visual Instruction of New York City will investigate the practicability of using television to distribute motion pictures to the schools of New York City. Dr. Bernard commented, in his explanation of the project, that his Bureau was interested in the effect such film distribution would have on film usage by New York City teachers. He suspected that it would increase the demand for film. New York City along with the Department is anxious to learn what patterns

of repetition would give maximum viewing of films so distributed. It is also hoped that more titles could be obtained rather than increasing the duplication of titles. Leonard Ambos commented that the Mineola Schools now use a closed circuit television film distribution system for heavily used titles and that the teachers seemed to like it. Charles Luminati reported that Great Neck has used a similar system and that the teachers did not like it.

8. DISSEMINATE INFORMATION AND PLANS FOR THE USE OF FILM IN LARGE CLASS MULTI-MEDIA OPERATIONS AS WELL AS IN SELF INSTRUCTIONAL ENVIRONMENTS

Lee Campion explained this possible area for Division activity. He asked the seminar to comment on the advisability of the Division gathering information on large group instructional areas, school design, equipment, and teaching techniques, in order to be ready to aid those schools contemplating changes in patterns of instruction. The seminar participants commented that several institutions of the state are already active in multi-media approaches to education. Dr. Sherman Swartout cited Broome County Tech as an excellent example of such innovation. Dr. Swartout also described some of the activity of State University in this area. Mr. Seymour B. Abeles of Buffalo informed the seminar that the City of Buffalo has hired a full time specialist to advise the superintendent on such innovations. It was commented further by Mr. Campion that the Division would

work closely with the Division of Buildings and Grounds of the Department in this area. The seminar seemed to agree that Division activity in this area would produce information useful to the field.

Discussion of the above mentioned topics was limited because each topic in itself could be a day's seminar. The Division, however, was anxious to begin discussion on these matters so that it would gain some idea as to what a representation of the field thought about the Division's emphasizing such activities.

STATE FILM PLAN

The seminar now proceeded to discuss a state film plan for educational film distribution. Mr. Rees acquainted the seminar with the various considerations any state plan would have to meet for the best chances, to his thinking, of being accepted by the field, the Department, and the Legislature. Mr. Rees intended to describe eleven possible plans by which the State Education Department or other institutions of this state could aid in film distribution. In presenting each plan, the advantages and disadvantages were to be described and the possibility of the plan's acceptance were to be considered. However, the seminar felt, since the Division had considered the plan that it thought would have the best chance of acceptance, that Mr. Rees should proceed to describe

the Division's favored plan. The purpose of presenting the eleven possible other plans was to clarify the reasoning behind the Division's favored plan. Objections or alternate plans presented by the members could possibly be explained in light of all the plans considered by the Division.

Mr. Rees informed the seminar that as an arbitrary criterion, a state film distributional plan should be able to deliver requested film to a teacher within two weeks or to notify the teacher of an alternate date within three days. Paul Reed objected to arbitrary criteria. It was pointed out that it was the Division's plan to develop a film program to be placed before Department budget hearings in June. It was also pointed out that the Division intended to develop a plan that would give impetus to localities so that it would be possible for them to develop plans to meet their own local needs. If the seminar accepted the basic idea, criteria and standards could be worked out to complete the study by June of this year. Mr. Rees pointed out that there are seventy-five cooperative boards of education in the state. These cooperative boards have a sufficiently large school population base and yet are near enough to the member schools for quick delivery of film. All school districts of the state may make contracts with cooperative boards. The exception is in one county and a half of another county where no cooperative boards are as yet in existence. Leonard Ambos, Mineola Schools,

said that it is difficult for some independent school districts to make contracts with cooperative boards. Mr. Rees pointed out that cooperative boards are an established administrative unit and that it would be easier to give direct aid to them for a specific purpose while it would be practically impossible for such aid to go to a school district. Hence, the tentative proposal given by Mr. Rees was that money on a decreasing matching basis should be given to cooperative boards over a six year period. This would allow cooperative boards to build either upon existing film collections or to initiate such collections. School districts within cooperative boards would, by arrangements among themselves and cooperative boards, devise distributional procedures that would best suit their needs. This would be called Phase I of the plan. Mr. Rees pointed out that such a program would create a base for Phase II of the plan. Phase II would consist of the Education Department purchasing services from the public school film libraries of the major cities of the state. The state would be divided into eight regional zones with somewhat equal school populations. A region would, therefore, consist of a number of cooperative boards with a film exchange located in a major city of the region. The cooperative boards would form a board of trustees that would advise the film exchange as to purchases and distributional arrangements for the region. Mr. Rees expressed his belief that the local school district would keep their most frequently

used films while the less frequently used films would be deposited in cooperative or regional centers. Phase II of the plan would allow the cooperative boards to place on deposit in the regional exchange centers their less frequently used films. This pyramidal arrangement should give the most efficient use of films for a given region. It would, therefore, be the purpose of Phase II to give to a region an administrative focal point and an experienced coordinating operational unit so that film collections could be placed nearest the teacher according to usability. The less frequently a film is used the further it is away from the teacher, but at the same time, it is available to more teachers.

Mr. Rees explained that the function of New York City's participation in Phase II would be not as a regional exchange, but as an evaluation and preview resource. It would be desirable to capitalize on the large concentration of students and teachers in New York City as a sample for the evaluation and preview of films. This function would be invaluable to the creating of a state film catalog which, Mr. Rees explained, would be an aspect of Phase III. The combined evaluation and preview activities of New York City and the Education Department would probably give New York State one of the most comprehensive film catalogs in the nation.

Phase II was objected to by the seminar on several grounds. School districts that have large film collections might be

reluctant to part with films. How would you equate a school district with a large film collection with that of a school district with a small film collection? Cooperative boards have enough to do in servicing their own districts without sending film to other cooperative boards. Who would dictate the terms of a contract between a city district and a cooperative board? Only twenty of the seventy-five cooperative boards now have audio visual personnel on their staffs. The seminar indicated that a number of field meetings would have to be held to ascertain the feasibility of Phase II of the plan.

Phase III of the plan was explained by Mr. Rees to consist of a master film catalog published by the Department which would list all the films owned by the schools of the state. Each teacher of the state would receive such a catalog and the teacher would request films from it whether the school district, cooperative board or regional exchange center of the area had the film or not. Hence, Phase III would bring into being a teletype system whereby films could be exchanged between the eight regional zones. Albany would be the central exchange for the regions and would have a film collection that would consist of a print of every film owned by the schools of the state. The Albany film collection would serve as a reference center for supervisors and curriculum specialists. The regional exchange centers would report at specified intervals as to the

frequency of use, elimination and intended purchase of film. Albany would then have an accurate appraisal as to the purchase of films in the state and with such information it might be possible to contract with film producers for quantity purchases of film. Another aspect of Phase III mentioned by Mr. Rees was the possibility that television could be used to alleviate mass demands for certain films in those courses following the Regent's syllabuses. If a state television network came into being, then the experiences of the regional film exchanges and the frequency of film usage records could be combined to capture state television network time for the distribution of frequently used films.

Discussion following the presentation of the plan seemed to indicate that there should be conferences in the field on the problems involved in establishing a state film plan. Mr. Rees emphasized that an initial success with Phase I would lay the groundwork for future phases.

Mr. Campion thanked the seminar participants for their contributions and adjourned the seminar at 3:40 P. M.